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HOW COMMUNITY COLLEGES ARE ORGANIZED, STARTED AND CONTROLLED.

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THE THREE USUAL WAYS TO ORGANIZE A JUNIOR COLLEGE ARE (1) AS PART OF A COUNTY SCHOOL DISTRICT, (2) IN ITS OWN DISTRICT, AND (3) UNDER THE STATE. FLORIDA USES THE FIRST SYSTEM. ITS ADMINISTRATION IS LIKE ANY OTHER TYPE OF COLLEGE, BUT IT SERVES THE SAME AREA AS THE COUNTY SCHOOLS AND IS RUN BY THE SAME BOARD OF TRUSTEES. IN CASES WHERE IT SERVES MORE THAN ONE COUNTY, IT IS RUN BY THE ONE WHERE IT IS SITUATED, WITH THE HELP OF COMMITTEES FROM THE ADJACENT COUNTIES. THE WHOLE SYSTEM IS COORDINATED BY THE STATE BOARD OF EDUCATION, WITH A JUNIOR COLLEGE ADVISORY BOARD TO STANDARDIZE CAMPUS PLANNING AND BUILDING. TEXAS USES A DISTRICT PATTERN, COMBINING CITY AND COUNTY. THE COLLEGE HAS ITS OWN TRUSTEES, AND ITS PRESIDENT (NOT THE SCHOOL SUPERINTENDENT) IS THE CHIEF ADMINISTRATOR. IT RECEIVES STATE FUNDS, BUT IS NOT STATE-CONTROLLED. ALABAMA FOLLOWS THE STATE-CONTROL SYSTEM. THE COLLEGES ARE ESTABLISHED, ORGANIZED, AND RUN BY THE STATE, WITH CHIEF ADMINISTRATORS AND LOCAL BOARDS FOR DAY-TO-DAY OPERATION. MASSACHUSETTS ALSO HAS A STATE SYSTEM WITH A REGIONAL BOARD TO DETERMINE SITES, FUNDING, ETC. CALIFORNIA, THOUGH NOW USING TWO OF THE SYSTEMS, IS SHIFTING FROM THE UNIFIED SCHOOL DISTRICT TO THE COLLEGE DISTRICT PLAN. IN KENTUCKY, RESPONSIBILITY FOR THE 2-YEAR COLLEGES IS ON THE STATE UNIVERSITY. THE STEPS ARE LISTED FOR ESTABLISHING A COMMUNITY COLLEGE SYSTEM UNDER ONE OR A COMBINATION OF THESE PATTERNS. THIS ARTICLE IS PUBLISHED IN "NATION'S SCHOOLS," VOLUME 77, NUMBER 2, FEBRUARY 1966. (HH)

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CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

In Florida, most junior colleges are part of county school districts; in Texas, they're organized into their own districts, and in Alabama, they're controlled by the state

How community colleges are organized, started and controlled

William A. Harper

When Florida Keys Junior College in Key West opened last September, it was one of more than a score of public junior colleges started in that state in recent years. In Dallas County, Texas, voters authorized a $40 million multicampus community college to serve the Dallas Dallas County area. Alabama opened 10 public junior colleges in widely separated parts of the state.

While each of these developments has many characteristics in common, each also represents a somewhat different approach to expansion of college opportunity. They are alike in terms of their aims and purposes. They are alike in terms of the people they will serve. They are alike in representing one of the most dramatic thrusts in higher education in the past half century.

They are different only in the ways in which they are organized, controlled and supported. Each illustrates a distinct pattern of junior college development.

The three patterns of development proving most popular are:

Unified pattern system: Florida Keys Junior College is part of the Monroe County school system, though it is organized as an institution of higher education with a president, faculty and internal organization similar to any other type of college. It serves the same geographic district as do county schools and is controlled by the same board of trustees. Most public junior colleges in Florida operate in this way. In some cases, however, the colleges may serve more than one county but are operated by the counties in which they are located. In such instances, a committee of citizens from the other counties helps set policy.

Junior college development is coordinated on a statewide basis by the state board of education, though Florida has a state junior college advisory board. The community junior college division of the state department of education is specifically responsible for providing advice and coordination at the state level and recommending standards and criteria for campus planning and building.

District pattern: The new community college of Dallas-Dallas County, Texas, is organized in its own district — in this case, the city and county combined. The college has its own board of trustees, and the president of the institution rather than the school superintendent is the chief administrative officer. While the institution can expect financial aid from the state, it will not be controlled by a state authority. This kind of organization is known as the *junior college district pattern*. It gives every indication of becoming the most accepted approach to junior college administration.

State control pattern: The 10 new junior colleges of Alabama represent still a third approach. They are established, organized and controlled by the state. These are, in effect, state-operated institutions though they have chief administrative officers and local boards to carry on day-to-day management and operation. Massachusetts, with its board of regional community colleges, provides another example of state organization in which the board determines campus locations, financing policies, and other aspects of college organization.

Each of these three organization-

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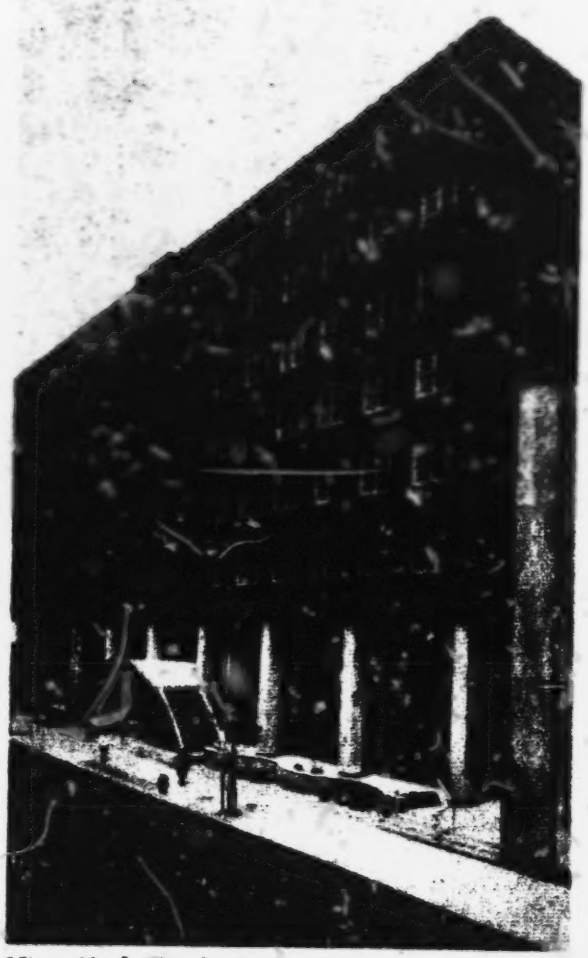
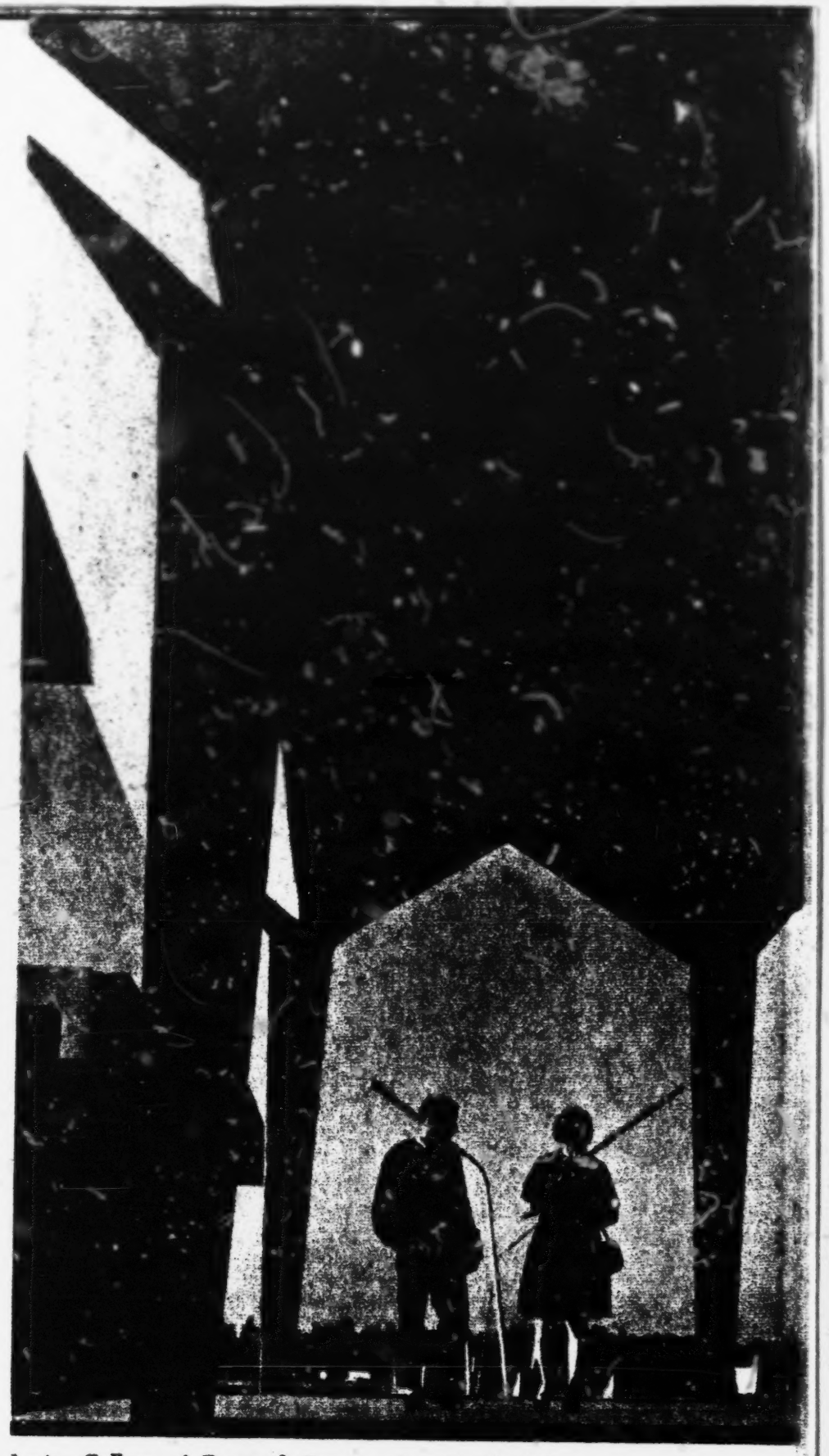
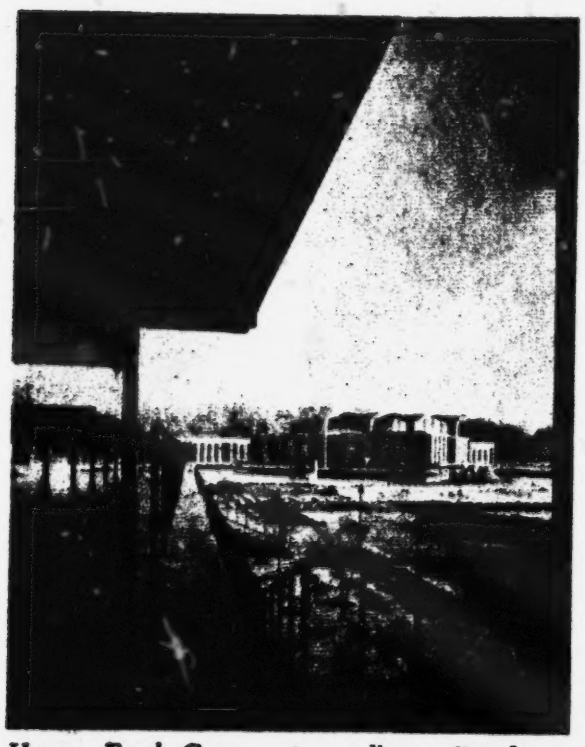


New York City's Fashion Institute of Technology is part of a statewide system.



Junior College of Broward County, Fort Lauderdale, Fla., is administered by the local school system.



Henry Ford Community college, Dearborn, Mich., operates under local public schools.

Foot Hill College, Los Altos Hills, Calif., operates and is organized in its own junior college district.

al patterns has variations. In many cases, two organizational patterns may exist side by side in the same state. California, for example, the leading state in junior college development with some 80 such institutions, historically developed two-year colleges under the unified school district plan. Now, however, most new junior colleges in California are established in their own districts, and many originally organized as a part of school systems are being converted to junior college district plans.

In addition to the three patterns mentioned here, several states have put responsibility for establishment of two-year public higher education programs in the hands of state universities. The University of Kentucky with its seven community colleges scattered around the state uses this approach.

Variety doesn't mean chaos

The variety in programs and plans for junior colleges may suggest that the so-called community college movement is chaotic and confused. But this is not necessarily true. Florida, operating its community colleges under the local school systems, has come a long way in its goal for putting college opportunity within range of the state's entire population. California, using both the junior college district and the unified district, has been tremendously successful in making an impact on the higher education problems of that state. New York State has developed an effective system of junior colleges and two-year technical institutes under state control.

The more logical conclusion is that what is good for one situation may not be appropriate for another. Much may depend on how other higher education media are organized and controlled in a state.

More and more, states are looking into the total picture – setting out to determine long range higher education needs, developing plans that assign responsibilities to existing institutions and charting plans for establishment of new institutions. A typical example is Illinois. The state recently conducted a study of all higher education needs and problems and came up with formulas to meet those needs. Two key planks in the final recommendation of the study committee were: the need for a network of commuting colleges to make higher education accessible to all residents, and the proposal that two-year community colleges take major responsibility for providing so-called occupational education and training.

Citizens, school people, and government planners have turned to the public community junior colleges as a means of extending educational opportunity beyond high school and at once meeting new manpower needs. The National Advisory Committee on the Junior College, headed by Ralph Besse, president of the Cleveland Electric Illuminating Company, declared recently that opportunity for occupational education must be expanded and that the community college is the most logical institution to do the job. There is increasing evidence that community colleges are willing and eager to accept such a challenge.

The American Association of Junior Colleges, which represents a majority of the country's two-year institutions, recently embarked on a five-year program to develop leadership among community junior colleges in semiprofessional and technical education. With support from the W. K. Kellogg Foundation, the association will provide national direction in this effort. New monies and programs from the federal government will also give impetus to the development of junior colleges.

Two basic considerations for establishment of public junior colleges in most states are prescribed in state enabling legislations. These involve the potential size of the institution and the potential basis for its financing. Even apart from state laws, these would be important.

How to get started

Here are some guidelines for starting a community college based on national and local studies that have proved effective:

1. Study and determine the kind of legislation that exists in the state. What are the laws governing junior college development? If there is no legal authority, consider possibility of introducing or suggesting appropriate legislation. Model laws have been developed and examples of those enacted by other states are available. (Write to: American Association of Junior Colleges, 1315 Sixteenth St., N.W., Washington, D.C., 20036.)

2. Meet with state officials to determine orderly processes and procedures recommended by the state; become thoroughly acquainted with the kinds of assistance available from the state.

3 Develop a citizens' committee made up of school officials, higher education leaders, and laymen to help garner moral support for the projected college. Determine with this group the plan to be pursued under existing laws, e.g., school district, junior college district, state operation, or perhaps some other type of plan or variation

4. Conduct studies of higher education needs and problems of the community, directed perhaps, by the citizens' committee or a professional director and staff. Among areas studied should be:

—Population trends and directions of the area to be served. Determine, by surveying people in school, the potential enrollment.

—Financial potential of the community for college support. What kind of tax base would there be for obtaining necessary funds for a college? What could be expected from state and federal governments?

—Current college going. (Junior college people often refer to the Chipola Index about college-going. Before Chipola Junior College was established in Marianna, Fla., 7 per cent of the high school graduates each year went to college. After Chipola Junior College was established, 57 per cent went to college. 7 per cent away from the community.)

—Manpower needs, present and future, of the community. Determine by consultation with employers the kinds of manpower needed and examine possible curriculums necessary to meet needs.

—Talent needed to manage and operate the college. What teaching and staff resources are available? Their salary requirements?

—Curriculum needs. Consult with university people to determine transfer curriculums which would meet requirements of the upper division.

—Needs for campus facilities, both temporaray and permanent.

—Adult education needs of the community. These could be obtained through polls and surveys.

—Public interest in higher education.

5. Once the committee and study groups have determined the need and the feasibility of establishing a college, acquaint the public with plans, proposals and the part they must play. Normally, this program requires intensive effort and campaigning. All civic groups, media of communications, and potential users of the college products must be thoroughly acquainted and eventually involved.

6. After the public is sufficiently aroused and acquainted with the project, the forces guiding the program must seek an election to approve establishment of the college and to obtain necessary funding. (In the case of a state supported institution this step would not be necessary.)

7. Once the voters have approved establishment, steps should be taken immediately to plan a schedule for creating and opening the college. A board of trustees must be formed, administrative talent sought, and faculty hired.

8. Meanwhile, planners must establish curriculums, operational and organizational patterns.

Even though it may appear that community colleges are springing up overnight, few, if any, do. Establishing a college requires long, patient effort on the part of many. A school leader or a layman may be the catalyst for such a program, but the many as well as the few are required to bring the institution into existence. And that's as it should be. ≠

Goal for 1970 is 1,000 junior colleges

During the past 10 years, 20 to 25 new two-year colleges have opened annually. In the fall of 1965, some 50 new two-year colleges began operations.

Most of the new junior colleges are organized as public, community institutions supported by taxpayers and operated as local institutions. Approximately 275 private junior colleges are now operating.

Public community colleges have flourished for a variety of reasons. They have, of course, helped to keep the doors to higher education open as population has exploded and as pressures and demands have risen for college education. These institutions have helped to take up the slack by maintaining flexible admissions policies, operating at low cost to students, and by locating within commuting distance of the people they serve.

Historically, the junior college tended to emphasize liberal arts education leading to transfer to four-year institutions at the end of two years. But as the world of work has changed and as skilled and unskilled jobs have given way to automation and changing technology, new occupations of semi-professional and technical natures have emerged that do not require four-year college education.

The junior college has been marked as the likeliest resource for developing the training and education needed for the new and more sophisticated jobs of today and tomorrow. Most community junior colleges now offer a wide range of occupational programs pointed to the manpower needs of local business, industry and the professions.

Many junior colleges operate from early morning to late evening in meeting community needs. Adult education has become a major function. Many of their evening schools are double in size that of the day programs. They provide programs that will retrain men and women for new jobs and upgrade others in the jobs they hold. And they attract many older men and women who simply want to enrich their lives through learning.

The typical junior college serves at least three important functions: (1) transfer, preparing young people for eventual transfer to four-year institutions for completion of baccalaureate programs; (2) occupational education, preparing men and women for jobs at the end of two years, and (3) adult education, to retrain and upgrade adults in their work, and to provide a variety of cultural experiences for others.

Based on present growth, it is likely that there will be some 1,000 junior colleges operating by 1970, enrolling nearly two million students. More than half of all students entering college will be doing so at the two-year college level. — W. A. H.

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